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ABSTRACT

This report evaluates the Urban University/Urban School Collaborative Program sponsored by the National Association of State Universities and Land-Grant Colleges (NASULGC). The program provided grants for 16 projects to improve opportunities for youth in urban areas, giving them access to higher education and jobs. The grants were to be used to build collaboration among educational institutions and, wherever possible, involve the business community and local government in the collaborative effort. Although the individual projects vary in their approaches to collaboration and in their level of achievement, each is based upon the following assumptions: (1) collaboration works best when all institutions proceed on the basis of "enlightened self-interest"; (2) inter-institutional collaboration requires the direct and continued involvement of the chief executive officer of each institution; (3) resources needed for collaboration must come from the total institution and not just one division; and (4) if access to the world of work is to be improved, local government and business must also be involved in the collaboration. The report's three sections provide information on: (1) the background and history of the NASULGC-sponsored collaboratives and the methodology of the evaluation study; (2) the process and impact of the collaboration; and (3) the future role of NASULGC. Appendices describe the projects designed by recipients of planning grants (of approximately $2,500 each) and of "deepening" grants (which ranged from $10,000 to $15,000). (BJV)

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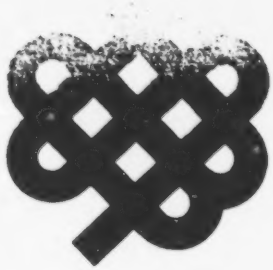
JOINING FORCES FOR URBAN YOUTH



The NASULGC
Urban University/Urban School
Collaborative Program

A Final Report

Deanna C. Martin ■ Donald W. Mocker ■ Nevin C. Brown

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Ford Foundation, the Exxon Education Foundation,
and the Johnson Foundation.

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THE CHALLENGE

". . . because the needs of urban youth are so great, colleges and universities along with other institutions in our cities—business, cultural organizations, state and local government, community-based organizations, human service providers, churches, trade unions, and the health community—must come together to own the problem."

Robert I. Sperber
Boston University

FOREWORD

Providing public education of high quality—from kindergarten through the Ph.D. degree—is fundamentally important to the future of the American nation. In fact, nothing is more fundamental. Recognizing this, the Division of Urban Affairs of NASULGC initiated a project four years ago to encourage collaboration between major urban universities and large urban school systems to help make big city public schools more effective, especially in dealing with economically-disadvantaged students. The possibilities of collaboration with business and local government were to be tested. The twin focal points of the project were to be access to higher education and access to jobs for high school students from economically-disadvantaged backgrounds.

It was a timely initiative and one worth taking, we thought. We were heartened by the generous support of the Ford Foundation, the Exxon Education Foundation, and the Johnson Foundation, who agreed to underwrite the costs of the project and an evaluation at the end of four years. The report that follows is the promised evaluation.

Diversity marked the 16 projects that received financial support. Just as the members of NASULGC's Urban Affairs Division differ in style and approach, so do major urban school systems. The situation in each participating urban area was distinctively different, which added to the challenge of the project.

The evaluation report shows that, on balance, the program succeeded. It enhanced collaboration between urban universities and urban schools, but less so with business and local government. It created a valuable national network for the academic people who participated. It demonstrated that strong institutional commitments and leadership are essential to the success of this kind of collaborative effort in education. It provided some documentation that economically-disadvantaged students can be encouraged toward greater access to higher education and jobs through this kind of initiative.

The NASULGC Urban Affairs Division is proud to have sponsored this program, as well as a series of other important studies and projects over the last few years. We believe that urban universities are on the cutting edge of change in higher education and are in a position to take the lead in exploring many educational issues of national importance. This project was one example. Others will emerge in the future. Meanwhile, we hope the educational community will draw practical insights and long-lasting benefits from the results of the Urban University/Urban School Collaborative Program.

Donald C. Swain
Chairman, Executive Committee
Division of Urban Affairs/NASULGC

PREFACE

Sixteen projects are under way in a network of cities which seek to resolve one of the most persistent and important challenges facing American society: creating opportunities for urban youth. Recognizing that no single effort will solve all the problems facing the education of urban youth, the Urban University/Urban School Collaborative Program sponsored by the National Association of State Universities and Land-Grant Colleges (NASULGC) has developed a significant collection of strategies to improve the situation.

The Urban University/Urban School Collaborative Program has as its long range goal improvement of opportunities for youth in urban areas, specifically the improvement of: (1) access to higher education and (2) access to the world of work.

NASULGC elected to achieve improved opportunities for youth by building collaboration among educational institutions and, wherever possible, by involving the business community and local government in the collaborative effort. The process of establishing collaboratives, the short term goal of the project, is the focus of this report. Ultimately, however, the success of the project will be measured by the extent to which urban youth complete their educational training and are able to advance in their chosen occupations.

Although the individual projects supported by NASULGC vary in their approaches to collaboration and in their levels of achievement, each is based on the following set of assumptions:

(1) Collaboration works best when all institutions proceed on the basis of "enlightened self-interest";
(2) Inter-institutional collaboration requires the direct and continued involvement of the chief executive officer of each institution;
(3) Resources needed for collaboration must come from the total institution and not just from one division;
(4) If access to the world of work is to be improved, local government and business must also be involved in the collaboration.

This report is organized in three sections. Section I presents background information, a history of the overall collaborative program, and the evaluation design. Section II offers a description of the NASULGC collaborative process and addresses the impact of collaboration. The report concludes with recommendations concerning NASULGC's future role in the collaborative movement.

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ACKNOWLEDGEMENTS

We first would like to acknowledge the members of the Executive Committee of the NASULGC Division of Urban Affairs, whose support for and commitment to university-school collaboration has been invaluable to the success of the NASULGC program. Thanks are due to Robert Clodius and Susan Fratkin for their many and enthusiastic efforts in behalf of the program at many points in its development. In addition, we have appreciated the wisdom provided throughout the program's evolution by Frank Keppel, Robert Wood, Michael Timpane and Sandra Gray, as well as the hard work and wise counsel of Elizabeth Noble and Carol F. Stoel.

Particular words of thanks must be given to three individuals who provided special inspiration and leadership to the NASULGC program. Without the creative vision of Ernest Lynton, with his lifelong interest in urban education and the importance of the university's professional service role, the NASULGC program would never have come about. Robert Schwartz provided the critically-needed staff leadership role in the early years of the program, bringing to bear both his marvelous nurturing abilities and his strong belief in the potential offered by collaboration for improving the lives and education of urban youth. Finally, the creative energies, experience and enthusiasm of Charles I. Bunting carried the program successfully through its expansion to sixteen city-based projects.

A special word of thanks must be given to the university and school chief executive officers, project leaders and others in each of the cities in which the NASULGC program has been implemented. Their dedication to collaboration has been an inspiration to the authors and has been the most important element in the achievements discussed in this report.

Finally, we owe a deep debt of gratitude to the Ford Foundation and the Exxon Education Foundation, and particularly to Edward J. Meade, Jr. and Richard Johnson for the financial and moral support without which the NASULGC program would not have been possible, and to the Johnson Foundation, and especially to Henry Halsted, for making possible two Wingspread Conferences on the program and its work.

The above-mentioned organizations and individuals notwithstanding, the opinions and conclusions expressed in this report are solely those of the authors.

Deanna C. Martin
Donald W. Mocker
Nevin C. Brown

July 1986

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SECTION I

Background

Introduction

The past several decades have witnessed significant educational and economic changes throughout American society. Despite these changes, opportunities for youth in our nation's urban areas have remained discouragingly limited. The conclusions of countless national studies on education and employment, like the faces of the young on our cities' streets, have been troubling and relatively unchanging over these many years.

For the most gifted urban youth in our public schools, there have been too few programs of accelerated study. For the others, there are limited opportunities for intellectual challenge and stimulation in schools with meager resources. For many high school graduates seeking further education, university environments remain forbidding and attrition rates remain high. And for non-college bound urban youth, school drop-out rates and unemployment rates remain two to eight times higher than for their peers in non-urban settings. On top of that, opportunities for occupational training and placement are few in urban areas. That large numbers of urban youth are minorities and speak languages other than English exacerbate these dismal realities.

No single evaluation and no single program will alter these conditions of limited opportunity. Yet our educational institutions both reflect and are themselves a part of the complex set of factors which have created these conditions. Urban school systems, the beacons of American public education in the early decades of the century, have had to contend with stifling bureaucracies, aging staff, and a host of other problems as they struggled to serve America's most needy learners.

As early as fifteen years ago, Harold Enarson wrote about the insensitivity of too many urban universities to the needs of urban public school systems. He pointed out that, although schools of education in public universities were designing curricula and training teachers, the universities were making no broad institutional effort to cultivate working relationships with their local school systems. The gap was widening between university entrance criteria and student skills. Attrition rates were increasing; communication among educators presumably serving the same community was decreasing.

What follows is a description of the steps taken by the National Association of State Universities and Land-Grant Colleges (NASULGC) to respond to these conditions.

The Division of Urban Affairs

The National Association of State Universities and Land-Grant Colleges is composed of 149 of the nation's major land-grant and research-level state universities. To respond to the increasingly urban orientation of its membership, NASULGC created a Division of Urban Affairs in 1980.

The Division of Urban Affairs initially concentrated its efforts on the 1980 reauthorization of the Higher Education Act, one title of which (Title XI) authorized an Urban Grant University Program to provide federal assistance for joint city-university research and technical assistance projects. Changed priorities in federal support for and interest in higher education forced the Division of Urban Affairs to turn its attention to the broader array of problems and opportunities facing all urban institutions in the 1980's. The Division began in mid-1981 to pursue a series of efforts toward strategic understanding of the implications of urban policy changes for urban universities, and toward considering new ways in which urban universities could work with public school districts in their cities.

In part, therefore, the Division's interest in urban university/urban school collaboration arose from its own internal need and from that of its membership to refocus its energies in areas where a real impact might be felt. In addition, the interest of the Division's leadership in

working with urban schools was heightened by the increased national attention then beginning to be given to the nation's public schools, especially to high schools. One consequence of the renewed attention to the condition of our schools has been a revival of interest within the higher education community and a willingness to re-examine its role and responsibility to help improve the quality of public education. Given the key role of the university chief executive officers in its own membership, the Division decided to look at what could be done to build more effective communication and working relationships between these university leaders and their school counterparts, the superintendents.

History of the NASULGC-Sponsored Collaboratives

In June 1981, the Division convened a meeting at Glen Cove, New York, bringing together the heads of five NASULGC institutions and school superintendents from their cities. In addition, a group of resource persons provided groundwork and direction for the meeting. Supported by a small grant from the Ford Foundation, the meeting took as its purposes to identify common issues and problems facing both sets of institutions and to see if a common agenda for action might emerge. After two days of intense discussion, it became clear that, although each city faced its own set of distinct challenges, there was a set of concerns that cut across the cities and across the traditional lines separating secondary and post-secondary institutions. A consensus determined that an action agenda should focus on reducing the transition problems of urban youth as they moved out of high school into either post-secondary education or into the workplace.

The participants at the Glen Cove meeting agreed that they would continue the dialogue in their home cities. More specifically, they asked the NASULGC staff to seek additional Ford Foundation support to initiate collaborative planning activities in at least three cities, and to maintain communication links among the cities. In October 1981, the Ford Foundation agreed to support the creation of a pilot effort in urban university-urban school collaboration, and shortly thereafter small grants to initiate planning activities were provided to Cincinnati,

Detroit, and Milwaukee. Because Boston had also been represented at the meeting, it was soon added as a participating city.

As word of the program spread to other cities during 1982, a number of additional NASULGC member institutions asked to join. Based on this interest, the program moved ahead in two directions. First, the Johnson Foundation joined NASULGC in sponsoring a January 1983 Wingspread Conference during which the initial project sites described their first year's work. Representatives of several additional cities reiterated their desire to become a part of the NASULGC collaborative effort. The Ford Foundation agreed to provide a second year of funding, and four additional cities received similar planning grants.

Although the results of the pilot phase of NASULGC Urban University/Urban School Collaborative Program were by no means uniform, they were promising. NASULGC, therefore, approached several funding sources to propose a significant expansion of its initial effort. Both the Ford Foundation and the Exxon Education Foundation responded affirmatively, and early in 1984 NASULGC began an ambitious expansion of the collaborative program.

The expanded program involved several related activities. First, the number of city-based projects was expanded from the original eight to sixteen (Appendix A). This was accomplished through the provision of small competitive planning grants (approximately $2,500 each) to the new cities. Second, six "deepening" grants (Appendix B), ranging from $10,000 to $15,000, were awarded over a two-year period to provide more significant support both to original and new cities in efforts to expand and stabilize the collaboration projects. The final expansion activity provided support for information-sharing among NASULGC funded projects and between NASULGC and the growing number of other national collaboratives.

Methodology of the Evaluative Study

A cursory overview of the various projects reveals a range and diversity (see Appendix A) that defies statistical comparison. To be useful, data must be both qualitative and quantitative, resulting in an evaluation that is descriptive as well as analytical.

This study focuses on both the process and the outcomes of collaboration as it emerged in sixteen separate locations, each with a different organizational climate.

The evaluative design is best described as a multi-measure assessment of similar variables.

Assumptions underlying this evaluation are as follows:

(1) Collaboration, as a concept, is generally understood, and there is broad agreement regarding the definition of the term. (See page 16.)

(2) Collaboration and cooperation, although similarly defined, are used very differently in this evaluation.

(3) The chief focus of this evaluation is the process used in the sixteen sites to achieve collaboration.

(4) Either (a) the mechanism by which collaboration could be achieved already existed within an organization or (b) the organization had to develop a mechanism by which collaboration could be achieved.

(5) Projects could be placed on a process continuum ranging from those which were only beginning to establish a mechanism to those in which collaboration was a mature reality.

(6) Organizational variables which were subject to evaluation included but were not limited to the following: resources, clearly defined objectives, stated mission, experience, and organizational climate.

- **Data Collection: Qualitative (The Procedure)**

a. Analyzing all documents produced by each project to determine what variables might affect collaboration. This process produced the following questions that elicited information on both the common and the unique aspects of each collaborative effort:

- Which organizational actors were involved and what were their roles?
- How were action plans developed?
- What university resources were made available to the project?
- Were private sector, government, and other community resources accessible to the project?
- To what degree were resources used and with what outcomes?

- What were the benefits of collaboration to each participating institution?

b. Conducting telephone interviews (approximately 45 minutes in length) with each of fifteen sites (one declined) based on the foregoing list of questions. As a result of these interviews, the list of variables to be the basis of comparisons was validated and expanded.

c. Selecting five projects for follow-up visits. Two sites were selected where collaboration was an established mechanism within the organization; three sites were selected where the collaborative process was in the early stage of being institutionalized.

■ **Data Collection: Quantitative (The Impact)**

a. Developing and mailing a simple questionnaire to each of the six projects that had received a "deepening" grant.

b. Grouping sites in three categories with multiple sub-categories as follows:
Broad Social Goals
- Education
- Community economic and social stability
- Community development
- Quality of community life
—Processes
- Collaboration between education and business interests
—Outcomes
- Increased opportunities for employment
- Increased access to higher education

■ **Data Analysis**

In any evaluation of collaboration, the issues of reliability and validity are of particular concern. These issues were addressed through the use of multiple measures; i.e., document analysis, structured phone interviews with project directors, and on-site and in-depth interviews with multiple people at selected sites. Data analysis used ethnographic procedures to produce a description of the NASULGC collaborative program.

SECTION II

Process and Impact of Collaboration

Variation Among Programs

Individual projects differ markedly on almost every variable investigated. Some projects, such as Wichita, are still in the planning stage while others, such as Boston, have reached full maturity. Some projects, such as Buffalo, are quite specific in focus while others, such as Boston and Kansas City, are so eclectic that overall coordination of effort is a major problem. Some projects, Boston and Oakland, are organized around legal contracts while others, Louisville and Birmingham, are loose confederations. In some projects, leadership is shared among several constituencies: in others, it resides in a single person. Some programs have the constant involvement of CEO's; others appear to have little or no CEO involvement.

Where funding is concerned, some projects have been limited to NASULGC funding with the institution contributing only in-kind services while all "real" dollars have had to be generated from outside sources. Other projects, notably Boston, have millions of dollars in both direct funding and in-kind services. Some programs are funded primarily through contractual arrangements, and these dictate the areas and modes in which services are offered. In some, NASULGC support was the catalyst for the collaborative; in others, NASULGC funding was of minimal significance. Almost all projects gave evidence of being dynamic in nature; i.e., they gave evidence of changing to fit the perceptions and needs of participants.

This section of the report identifies those variables that appear to be the most significant.

Enlightened Self-Interest

The concept of collaboration is inherently complex. For the purpose of this report, we will draw a distinction between collaboration and similar terms, specifically cooperation and partnership. Cooperation and partnership are regarded as more limited in nature and often are characterized by either formal or informal contracts. Both kinds of relationships may be viewed as viable subsets within a collaborative framework.

Collaboration, as discussed here, is rooted in the notion that participating agencies and institutions come together for the purpose of identifying and solving problems of mutual concern. Each contributes to the process, and each is also likely to undergo internal change as a result of the process. Conversely, each is diminished if the problems are left unaddressed.

Therefore, the benefit to be derived from collaboration, as distinguished from cooperation and partnership, is the achievement of mutual institutional goals, objectives, and expectations. One way to think about this is in terms of "enlightened self-interest." For example, it is to the business community's advantage to support public education since business depends on public school graduates for its work force. Moreover, it is in the university's best interest to support public education because high school graduates form the university's clientele. By the same token, it behooves the arts to support public education . . . and so on.

The broader issues of social stability and community economic development are also areas of enlightened self-interest. Many community and civic leaders are involved with the process of moving their respective communities to a position of economic advantage. Most of these leaders recognize the pivotal position a sound public school system plays in this process.

Communities in which collaboration is most likely to be successful are those whose leaders in both the public and the private sector have an awareness of broad social and community goals. Enlightened self-interest functions most effectively in these circumstances.

Innovation

As we visited sites and conducted personal and telephone interviews, it became clear that collaboration among NASULGC members also encompasses an element of entrepreneurship. Persons accustomed to functioning with the parameters of their own organizations often find unexpected uses for the array of resources and expertise at hand. As these are shared across institutions, a new testing ground is created. Non-traditional approaches to organizational behavior, development, and change emerge. Lines of communication between institutions as well as within them are established. In Albuquerque one school teacher remarked, "There we were around a single table—the school board president, the superintendent, the university president, the head of the chamber of commerce—and we all talked together as peers. When we were through, we had plans."

The Generative Environment

The most important characteristic in the collaborative process is the nature of the shared environment. When people can work together in an environment which is conducive to innovation, the results are often more imaginative and more potent than anyone predicted. Individual growth occurs; institutional growth occurs; community growth occurs. On an individual and institutional level, the opportunity for interaction in such an environment is especially beneficial to organizations which are likely to have fixed bureaucracies and fixed organizational outcomes. On a community level, as new alliances form and produce noteworthy results, the bedrock of community support is deepened. New reservoirs of talent are identified and integrated into the infrastructure of the community. As an example, in Louisville, funds are provided to professors for research, but to qualify, a project must be a collaborative effort between a professor and a public school teacher. Collegial relationships have developed, and as a result some public school teachers in Louisville see themselves in a very different role. Professors now report that teachers are generators of ideas rather than consumers of ideas.

■ Chief Executive Officer

Central to a discussion of leadership is the issue of commitment to educational change through the collaborative process. Sites vary widely in their commitment to meaningful collaboration and to change. In Boston, where the city's most influential leaders join together to accomplish a common set of goals, collaboration is powerful and its outcomes are both satisfying and noteworthy. In Louisville, where a university president and superintendent of schools direct their mutual attention and resources toward the improvement of public education, education is improved. An Educational Park, a health education program located in public schools, and a large staff development project are all the results of a close relationship between a president and a superintendent. In cases where the top leadership remains uncommitted to either the goals or the process, educational improvement through collaboration is unimpressive.

The most dramatic improvements reported in public education and their subsequent effects on urban growth are in cities whose leaders from both education and the broader community (business, the arts, etc.) have joined together to address a common set of objectives. Each has sought outcomes that would improve the community as a whole; each has also envisioned such outcomes as serving one's vested interests. As participants have identified and negotiated their respective roles, and particularly as participants have agreed upon and signed specific performance contracts, measurable improvements have occurred; e.g., students enroll in higher education in greater numbers; and students enter the job market with greater opportunities for success. As an educator in Louisville commented. "The superintendent wooed and won the community, and the community changed the schools."

In contrast, at other sites, staff complain that much lip service has been given to collaboration, but the outgrowth is the initiation of projects that no one really wants to work on. When the message from the top is perceived as a perfunctory nod of approval, change is difficult to achieve. In these cases, one sometimes finds staff assigned to the

project who have had poor records of performance in previous roles. Other partners in the collaborative are quick to interpret this implicit message. Sometimes they are able to negotiate a change. Sometimes they must reduce their expectations. Sometimes, however, they find ways to compensate internally for the deficit.

■ Public Attention

As previously indicated, when collaboration has the solid support of top CEO's, all offices stand ready for action. Leaders delegate to their associates, who are then responsible for producing results commensurate with their chief executive's expectations. When the local (and sometimes national) media become involved, the bonds of commitment are strengthened even more. Public exposure serves to raise community expectations. The combination of sound goals, sufficient resources, and public vigilance serves to heighten the probability of noteworthy outcomes.

■ Charismatic Leaders

Even without the moral and financial commitment of top leadership, there are projects that have taken root and continue to thrive. In each case, however, the project is led by someone of enormous dedication and energy. These persons' belief in the worth of the work, their ability to engender enthusiasm in others, their ability to write grants or otherwise secure funds and resources, and their vision of "what can be" give the projects impetus and form. These persons typically understand how to work within a system. Often they have had years of experience in service roles where success relies upon colleagues instead of cash, barter instead of bureaucracy.

Even in projects with solid CEO support, competent, highly respected mid-level staff are essential. Again, the CEO's involved in this study appear to delegate tasks as soon as the initial decisions are made. And although some continue to exert a leadership role, follow-through by others becomes the pivotal issue.

The most common leadership style exhibited by CEO's is, not unexpectedly, authoritarian; i.e., top leadership makes the key de

cisions and delegates the work to staff. Among sites, however, there are variations in what goes on behind the scenes. At some sites, such as Milwaukee, one or more CEO's has served as architects and contractors, designing the ideas and the objectives, as well as the actual plans, that form the collaborative foundation. At other sites, such as Kansas City, senior staff and the CEO's work together to craft a plan which represent the intentions of top leadership. The CEO's then serve in their official capacity, representing the plans to the public and the press. At most sites where CEO commitment is strong, one can find evidence of collaboration among CEO's and their senior staff from the very beginning.

In projects where CEO support is less visible, other patterns emerge. Where a strong project leader exists, such as in Providence, this person in conference with others (usually senior staff to the CEO) has sought and obtained CEO approval for the project. Generally the approval has been granted based upon the premise that little or no institutional resources would have to be committed. This institutional stance appears resistant to change even after a project has evidenced success and wide public acclaim. On the other hand, where CEO support is marginal and no strong project leader has emerged or has been identified, both leadership and program impact are moot issues, inasmuch as the project is doomed from the start.

Impact of Collaboration

Collaborative activities between universities and public school systems are a fairly new phenomenon. Until recently, relationships between institutions could be characterized as cooperative in nature rather than collaborative. That is to say, universities and public schools supported one another's needs and services, but the two institutions rarely came together in the broader context of addressing educational issues that affected the community as a whole. Therefore, compared to other decades, the period of the NASULGC program has been marked by several differences. Those differences are now addressed from two perspectives: qualitative impact and quantitative impact.

■ Qualitative Impact of the Collaborative Process

Interview data clearly point toward some qualitative distinctions between joint efforts in the past and those today as they exist among NASULGC sites. A major effort was made to note the differences that people mentioned and to summarize them into descriptive statements that might prove useful. These are listed below:

Support to public schools is now a campus-wide endeavor.

Historically, services rendered to public schools have been the responsibility of departments of education. Now, active involvement from a broad spectrum of university schools and departments is typical. The rationale for this change seems to have emerged spontaneously from several quarters: college presidents report that they mandated campus-wide support; public school representatives claim they insisted upon it; faculty attest to their long-standing willingness to be involved. In the words of one concerned citizen associated with the Boston Compact, "Perhaps we have reached a state of wisdom where we no longer are willing to delegate the responsibility of education to professional educators. The problem is too big and the consequences too serious." Teachers and teacher educators welcome community support and involvement whatever the reason for it. In Providence, the director comes from the field of community planning; and in Kansas City, the director holds a joint appointment in two divisions within the university.

Credit for support to public schools is now accruing to the institution.

This may seem a subtle distinction, but credit for support and direct services is beginning to accrue to the institution instead of to the individual faculty members involved. This appears to be a direct outgrowth of collaboration, especially at sites where the effort has been institutionalized. Prior to this decade, it appeared that when faculty either contracted to work with the public schools or volunteered their services, the credit for work done went to the individuals in-

volved, not to the university. Ironically, while the university was expending resources in terms of faculty time (and often in substantial quantity), community leaders were accusing the university of indifference where the public schools were concerned. This unfortunate circumstance was a result of the largely disorganized manner in which services were generated: individual-to-individual requests versus requests from one institution to the other. Now, with external funds provided through NASULGC, institutions are better able to formalize their relationships and engage in collaborative efforts at an institutional level.

With this formalization come institutional rewards for individual faculty. For example, The University of Louisville has the traditional trinity of teaching, research, and service. To get promoted there, faculty must be outstanding in one area and proficient in the other two. Formalizing the university-public school relationship has contributed to the university's ability to document, measure and reward faculty involvement in this area.

Services to schools are more purposeful and better organized.

The collaborative approach appears to have added significantly to the direction, coordination, and evaluation of services. Prior to this period, it was unusual for either the university president or the superintendent to have any kind of accurate picture of resources being expended or projects being initiated between the two institutions. Now university presidents are in a better position both to claim credit and to control the level of resources directed toward public school improvements. Likewise, the superintendent is in a better position to oversee outside input.

Community involvement in public school education is broader based and more systematic.

Private sector support of public schools is not new. The business community particularly has had a long history of support for education. What is distinctly different about this current effort is the active involvement of so many diverse community constituents. This heterogeneous mix of talent and resources has in itself contributed to the impact of collaboration. For instance, the Oakland Alliance is composed of representatives from higher education, public education, Chamber of Commerce, private industry, the media, and local government officials.

Moreover, the very act of bringing committed institutions together to address common problems produces an environment where expectations for action are high. As each comes with something to gain as well as contribute, and as collective resources are explored and mobilized, approaches to educational assistance become more systematic. The collaborative process, therefore, is serving to stimulate more responsible and efficient approaches to meeting public school needs.

■ Qualitative Impact of NASULGC Involvement

As we looked at impact, we were interested in determining whether NASULGC involvement has had an impact on the collaborative process itself. That is, has NASULGC merely served as an administrator for Ford and Exxon funding, or has NASULGC actually contributed in other ways? It would be reasonable for a funder to ask if it might not have been more cost effective to give direct support to sixteen local institutions rather than to have funded one national organization.

From the data gathered through the phone interviews and site visits, there appears to be strong agreement that NASULGC's involvement has made a substantial contribution to the collaborative effort. The two contributions most often mentioned are those described below.

NASULGC has created opportunities for networking among the individual projects.

Because collaboration in this context is relatively new, few project leaders have had experience with the process; further, searches of the literature have yielded little on the topic. NASULGC, in an effort to be of assistance, has responded by organizing informational conferences for project leaders and, later, by providing the means for members of one project to offer technical assistance to members of another. By virtue of the fact that each project differs from the others both in

design and in sophistication, opportunities for learning have been many. Fourteen of the sixteen projects reported that networking has been essential to the establishment and/or growth of their programs.

NASULGC involvement has legitimized local efforts to collaborate.

The majority of project leaders reported that the opportunity to receive funding from foundations through a prestigious national organization has contributed significantly to the willingness of institutions to participate. NASULGC's presence was acknowledged as an important legitimizing factor in all but three sites. At two sites, Albuquerque and Wichita, public school teachers knew that they were involved in a NASULGC project and seemed very proud that they were a part of a national effort.

■ Quantitative Impact of the Collaborative Process

The quantitative impact upon urban youth resulting from the various collaboration projects is of course the "bottom line." Two key questions are: Is there evidence of greater job placement or enrollment in occupational training programs, and is there evidence of increased opportunity to attend post-secondary institutions?

Unfortunately, only very tentative answers can be given for these questions at this early stage of the collaborative projects. Careful longitudinal studies will be required to obtain definitive answers. On the other hand, some of the projects have been operating long enough to report subjective data which can serve as an indicator of the ultimate success of collaboration.

Increased Opportunities for Employment.

As expected, the longest operating projects have been able to report the most substantial results. As one example, Boston has focused on job placement with the help of the local industrial council. During the last program year, that particular project secured 800 full-time jobs for high school graduates and was able to place 2,300 students

in summer jobs. The project director anticipates that those numbers will increase in 1987.

As part of the Oakland Alliance, 250 jobs have been promised by the local business community for the 1986 program year. In exchange for these jobs, the local school district has agreed to set and achieve measurable goals in the following areas: improved student test scores, increased attendance in school classes, and reduction in the drop-out rate. As previously mentioned, the setting of measurable goals seems to be a key ingredient for success.

A third NASULGC project, in Kansas City, has designed and implemented a collaborative effort with a local chapter of the Coalition of 100 Black Women and the Private Industry Council to provide on-the-job summer internships for 100 minority urban high school students. As part of the internship, the students have received special training in career/life planning, entrance into higher education, and in the rewards and responsibilities of employment.

Increased Access to Higher Education.

Again, the most well-developed projects have been able to produce quantitative data on increased opportunities to access higher education. As part of the Kansas City program mentioned above, 77 of the 100 young people who completed the summer internship in 1985 were guaranteed admission to the local university subsequent to completing their high school education.

Another example of increasing access to higher education is the Boston Compact, which distributed $60,000 in scholarships in the 1985 program year and $180,000 in scholarships in the 1986 program year.

SECTION III

Future Role of NASULGC

Based upon the data received during the phone interviews and site visits, we believe the following roles have emerged for continued NASULGC involvement in the collaborative movement.

Expand capacity of existing projects

With two exceptions, projects have been unable to meet all their original intended goals. That is, most of the projects are doing a good job building collaboratives between post-secondary institutions and public schools, but most have failed to include the private/corporate sector. The two projects that have been successful in the second area, Boston and Oakland, have been able to generate large amounts of external funding to support the private sector linkages. NASULGC might offer support, therefore, to help other projects develop similar private sector linkages.

Require measurable objectives for projects requesting increased funding

Not unexpectedly, the data clearly indicate that the NASULGC goals of increased access to post-secondary education and increased jobs for youth are being met by projects whose own goals in these areas are expressed in terms of measurable objectives. We suggest that NASULGC require such measurable goals as a precondition for seeking expanded funding at current sites.

Urge project institutions to commit line item support to the collaborative effort whenever possible

Here again, the data clearly indicate that the sites which are most successful are those that have had line item institutional support. We recommend that NASULGC consider ways to encourage institutions to commit themselves to collaboration through such support.

Continue to provide a mechanism for project networking

Without exception, a prime concern of the project leaders is that NASULGC establish a mechanism which will enable them to meet periodically to share information and discuss common problems. Local project leaders want to collaborate with each other and want to retain the primary connection with NASULGC. There are several projects in the early stages that are not likely to survive unless their association with NASULGC is maintained for one or two more years. Modest external funding may be needed to support this request by project directors.

Continue to function as an informal clearinghouse

Because there are no formal or structured systems for disseminating information on collaboratives, national organizations such as NASULGC are in a unique position to provide these services until formal systems are in place. Current NASULGC staff should provide this service through the Division of Urban Affairs.

Build a network of national collaboratives

There is a proliferation of national programs now working in the area of post-secondary/private sector/public school collaboration. We believe that if an organization such as NASULGC could pull together the lessons learned and the problems encountered by these various programs, urban youth might be better served. External funding would be necessary if NASULGC is to fill this role.

CONCLUSION

The contribution that the Ford Foundation, the Exxon Education Foundation, and the Johnson Foundation have made to promote collaboration is substantial. If reports from the sixteen sites are any indication of the national picture, limited partnerships and cooperative efforts did exist prior to 1983, but collaborations were rare and isolated instances.

The effort described in this document breaks new ground in providing a mechanism suited to the magnitude of the problems of the public schools in urban communities. Undergirding and improving urban public education for the poor must not be just one among many national priorities. If we as a nation are concerned with the preservation of democracy, it must become our most important priority. Moreover, it is not a problem that the public can leave to the schools themselves to solve, or leave to professional educators at colleges and universities. Instead, our citizenry has to own the problem, collectively and individually.

Collaboration, as it is taking place among the sixteen NASULGC sites, attests both to local ownership and to hopeful progress toward solutions. Commonalities in approaches to meaningful services are beginning to be identified; factors that facilitate as well as handicap supportive efforts are being recognized; a national network of community leaders who are committed to finding solutions is forming; professional journals are beginning to encourage project leaders to submit articles, and thus a new field of literature is growing.

But most encouraging of all is the dedication of project directors and local leaders. After two to four years of work, they uniformly agree that their efforts are making a difference. It is our conclusion that indeed they are.

APPENDIX A

Planning Grants

Albuquerque, New Mexico: The University of New Mexico, Albuquerque Public Schools, and the Albuquerque Vocational-Technical Institute have worked on programs designed to attract students into nursing and advanced-placement courses. They are also focusing on improved student advising programs and the shared use of instructors in occupational and vocational programs.

Birmingham, Alabama: The University of Alabama in Birmingham and the Birmingham Public Schools are working on programs to improve student skills in reading, language, math, and critical thinking; develop incentives for students selecting physical science, math, and foreign language programs; and establish high school advisory committees of business leaders and university faculty.

Boston, Massachusetts: The Boston Compact—a coalition of 26 campuses, the Boston School Department, and the Trilateral Council on Quality in Education—is pledged to a five-year, 25-percent hike in the number of the city's college-bound public high school graduates and a 25-percent boost in job placement for the graduates. Tied to this written pledge are commitments by educators to upgrade academic programs, trim dropout rates, and boost school attendance; and by business leaders to provide jobs for youngsters.

Buffalo, New York: The State University of New York at Buffalo and the Buffalo Public Schools are working on setting up a 400-student magnet high school on the UB campus. Tentatively dubbed the Leonardo da Vinci High School, it will offer an interdisciplinary model program, showing it is possible to "wed excellence and equity and to develop critical thinking skills for a wide range of students, not just the 'elite,'" according to a program planning paper.

Cincinnati, Ohio: The University of Cincinnati and the Cincinnati Public Schools are working on programs to improve students' language skills, including writing, reading, speaking, listening, and critical thinking abilities.

Detroit, Michigan: Wayne State University and the Detroit Public Schools are involved in an Advanced Academic Preparation Program, which con-

ducts Saturday morning classes for 600 high school juniors in subjects spanning advanced French, biology, computer science, pre-calculus, critical thinking, expository writing, art, oral communications, literature, and history. Classes are taught by WSU faculty. Another 225 high school seniors are taking advanced-placement courses taught on the WSU campus by high school teachers and campus faculty.

Kansas City, Missouri: The University of Missouri-Kansas City, Kansas City (Mo.) Public Schools, and sixteen other metropolitan area school districts are working on math-science education programs. A Mathematics and Physics Institute has been formed for advanced high schoolers; a member of the UMKC biology department is serving as an elementary school science coordinator; and math-science teacher councils have been set up, along with other enrichment programs.

Knoxville, Tennessee: The University of Tennessee-Knoxville Library System, fifteen high school libraries in Knox County, and the Knoxville Public Schools have set up a cooperative resource-sharing program. It features free library cards for high schools in advanced-placement programs, services for high school teachers, and special bibliographic instruction programs. Computer technology links the campus library and the schools.

Louisville, Kentucky: The University of Louisville and the Jefferson County (Ky.) Public Schools have worked out an agreement to operate an Educational Park covering elementary through higher education. The program's successes include nationally recognized model middle and performing arts schools, improved teaching strategies, a university program for high school students, and teacher education programs.

Milwaukee, Wisconsin: The University of Wisconsin-Milwaukee and the Milwaukee Public Schools have launched projects including intensive counseling, testing, and career-guidance programs for sophomores attending a high school with a 60 percent minority enrollment, a university high school program offering specialty programs in engineering and technology, world affairs, urban planning and other fields, and a model college preparation program.

New York, New York: The City College of New York/CUNY and three districts of the Board of Education of the City of New York are developing a wide range of special projects including programs to attract Blacks, Hispanics, and other minorities into graduate, medical, engineering, research training, computer science, and other programs. Forty-eight junior high schoolers studying life and physical sciences are planning and building experiments slated to fly on the space shuttle.

Northeastern Ohio: Kent State University, the University of Akron, Cleveland State University, Cuyahoga Community College, and the public schools of Cleveland and Akron have teamed up to craft revised academic programs stressing English and a balanced core of academic, career, and vocational courses. The consortium also is devising adult and community education programs as part of an area-wide effort to rebuild the local community.

Oakland, California: The Oakland Alliance—a coalition of the University of California, Berkeley, Oakland Unified School District, Peralta Community College District, Oakland Chamber of Commerce, Oakland Mayor's Office, and the Marcus A. Foster Educational Institute—is sponsoring job training and educational incentives. One of the leading activities is a math-skill project for minority students. It is tallying major improvements in enrollment, retention, and achievement by middle and high school youngsters in college preparatory programs, including pre-calculus.

Providence, Rhode Island: The University of Rhode Island is teaming up with the Providence School Department to tackle the issue of "equal access of low income and minority urban learners to postsecondary education and career opportunities in the changing world of work. . . ," a planning paper reports. Activities range from law-related education programs in Providence schools to building a mechanism for the state's leaders to communicate on education issues.

Tampa, Florida: The University of South Florida and the Hillsborough County Public School District are developing summer programs in science, math, and computers for academically talented students in grades 4-12. Summer teacher training institutes also are planned which will involve teachers in math-science camps for children.

Wichita, Kansas: Wichita State University and the Wichita City Schools are working to bolster education programs for gifted minority students. A Wichita Task Force—composed of university faculty and administrators, teachers, school officials, and the community—are probing why honors and gifted programs encourage or discourage minority participation. Crafting strategies to hike minority participation in these programs is a key goal.

APPENDIX B

Deepening Grants

Albuquerque, New Mexico: University of New Mexico, Albuquerque Public Schools, Albuquerque Vocational-Technical Institute

Boston, Massachusetts: The Boston Compact (Boston Public Schools, 26 institutions of higher education, Trilateral Council on Quality Education)

Kansas City, Missouri: University of Missouri-Kansas City, Kansas City (Mo.) Public Schools, sixteen other metropolitan area school districts

Milwaukee, Wisconsin: University of Wisconsin-Milwaukee, Milwaukee Public Schools

Oakland, California: The Oakland Alliance (University of California, Berkeley, Oakland Unified School District, Peralta Community College District, Oakland Chamber of Commerce, Oakland Mayor's Office, Marcus A. Foster Educational Institute)

Providence, Rhode Island: University of Rhode Island, Providence School Department

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